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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director
Assistance to the Government of Sudan
Support for an interim population programme

Proposed UNFPA assistance:	$5.5 million, of which $5 would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $500,000 from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Two years
Estimated starting date:	January 1992
Executing agencies:	Government of Sudan United Nations and United Nations agencies and organizations National and international non-governmental organizations (NGOs)
Government coordinating agencies:	Ministry of Finance and Economic Planning

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SUDAN

Demographic facts

Population Total (000)	
Total	25,203
Males	12,660
Females	12,544
Sex ratio (/100 females)	100.9
Urban	5,550
Rural	19,653
Per cent urban	22.0
Population in year 2000 (000)	33,625
Functional age groups (%)	
Young child: 0-4	18.0
Child: 5-14	27.2
Youth: 15-24	18.8
Elderly: 60+	4.6
65+	2.8
Women: 15-49	22.4
Median age (years)	17.3
Dependency ratios: total	92.4
(/100) Aged 0-14	86.9
Aged 65+	5.5
Agricultural population density (/hectare of arable land)	1.19
Population density (/sq. km.)	10
Average annual change (000)	
Population increase	785
Births	1,176
Deaths	391
Net migration	0
Annual population total (% growth)	2.90
Urban	4.58
Rural	2.39
Crude birth rate (/1000)	43.3
Crude death rate (/1000)	14.4
Net migration rate (/1000)	0.0
Total fertility rate (/woman)	6.26
Gross reproduction rate (/woman)	3.06
Net reproduction rate (/woman)	2.29
Infant mortality rate (/1000)	99
Life expectancy at birth (years)	
Males	50.6
Females	53.0
Both sexes	51.8
GNP per capita (U.S. dollars, 1989)	*

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1991. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1990.

* not available.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a population programme in the amount of $5.5 million, of which $5 million would be committed from UNFPA's regular resources, over a two-year period, starting January 1992, to assist the Government of Sudan in achieving its population and development objectives. UNFPA would seek to provide the balance of $500,000 from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.

2. Owing to the economic, environmental and socio-political problems facing the country, and in line with the Government's short-term planning strategy, the proposed UNFPA programme is designed to be an interim one, covering a period of two years and coinciding with the Government's current National Economic Salvation Programme (1990-1993). It is based on: (a) the country's priorities as identified in the National Economic Salvation Programme; (b) the recommendations of the external programme review and internal project evaluation exercises undertaken in September-October 1991; and (c) the outcome of meetings and consultations with representatives of government departments, NGOs, United Nations agencies, and others active in the population field.

3. The broad objective of the proposed programme is to assist the Government in improving the socio-economic and health conditions of the population and bettering the quality of life. The specific objectives are: (a) to improve maternal and child health and family planning (MCH/FP) service delivery; (b) to strengthen the national capability in collecting, processing and effectively using population data; (c) to enhance the socio-economic status of women; and (d) to increase awareness about and understanding of population issues. The proposed UNFPA programme is designed to complement and supplement the Government's activities in the population field. A longer term and more comprehensive programme will be prepared in 1993 on the basis of a Programme Review and Strategy Development (PRSD) mission, which is scheduled for the same year.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice, and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. With a surface area of 2.5 million square kilometres, Sudan is the largest country in Africa. Its ecological diversity is matched by demographic and cultural diversity: tropical forests co-exist with deserts, as do some 600 ethnic and tribal groups, speaking over 100 languages. Approximately 75 per cent of the population are Arabic-speaking Muslims who inhabit the northern, eastern and western parts of the country; the remaining 25 per cent are mostly Christians, inhabiting the southern provinces.

6. Demographic trends. Sudan's population was estimated at 25.2 million in 1990, 78 per cent of which is rural or nomadic and 22 per cent urban. At about 2.9 per cent a year, the growth rate of population is high but is considered acceptable by the Government. The growth rate in urban areas (4.6 per cent) is nearly twice that in rural areas (2.4 per cent), reflecting high rural-to-urban migration. Although the overall population

density is low (10 persons per square kilometre), about 30 per cent of the land is desert. The displacement of people resulting from recurrent droughts, desertification and insurgency are of major concern to the Government.

7. High fertility is the main factor in the population's rapid growth: the crude birth rate is estimated at 43.3 per 1,000, and the total fertility rate at 6.3 births per woman. According to a 1989/1990 Demographic Health Survey, more than 26 per cent of currently married women want no more children. However, only 8.7 per cent of them are using any contraceptive method. Of the total population, 45 per cent is under the age of 15. Mortality, though falling, is still high: the estimated crude death rate is 14.4 per 1,000, and the life expectancy at birth is 50.6 years for males and 53.0 years for females. The infant mortality rate is also high at 99 per 1,000 live births. Of great concern to the Government is the maternal mortality rate, which, at 600 per 100,000 live births, is among the highest in the world.

8. Owing to the insurgency in the south and recurrent droughts, Sudan's attempts at development planning have not produced the desired results. Despite its potential richness in natural and human resources, Sudan has remained a poor country, with a per capita income among the lowest in the world (estimated at $330 a year in 1989). During the period 1989-1991, Sudan's gross domestic product grew at an average rate of 0.4 per cent a year, which, given a population growth rate of 2.8 per cent, resulted in a real decline in per capita income. Sudan is facing rising import costs, falling export and remittance earnings and sharply reduced foreign aid. Its debt servicing ratio during the period 1988-1990 stood at 115 per cent of total exports.

9. The decline in the economy has manifested itself in many aspects of economic and social life. The physical infrastructure of roads, transport, communications and power-generating systems has deteriorated due to the lack of maintenance and spare parts. Recognizing the need to reorient the economy, in June 1990 the Government initiated a three-year National Economic Salvation Programme aimed at revitalizing the economy.

10. The Government considers the rates of population growth and fertility as acceptable, but not the rates of mortality and internal migration, which are deemed too high and unacceptable. It is also concerned about the country's distribution of population. It wishes, therefore, to address these issues within the context of its population policy, which was enacted on September 16, 1990. The Government approves contraception as a means of improving the health of mothers and children and has accordingly made contraceptive supplies and services available in health facilities. A Maternal and Child Health and Family Planning Directorate was established in 1985 under the Primary Health Care Directorate of the Ministry of Health.

11. Among the specific health targets of the Government are to reduce maternal and infant mortality rates by 50 and 33 per cent, respectively, between 1992 and 2000, and to provide access to family planning services for all couples so as to decrease the incidence of unwanted, frequent or high-risk pregnancies. Emphasis on primary health care and training of traditional birth attendants (TBAs) are key elements in the Government's health strategy.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

12. Sudan is a priority country for UNFPA assistance. Based on the recommendations of the 1978 basic needs assessment mission, the first country programme (1980-1985) was approved for $7.1 million, of which $6 million was spent. Prior to that, UNFPA had provided $1.7 million on a project-by-project basis. Expenditures for 1986, the interim year between the end of the first programme and the start of the second country programme, amounted to $1.37 million. The second country programme (1987-1991), approved in

the amount of $8 million, was based on the findings and recommendations of the 1985 basic needs assessment mission. An additional $300,000 was allocated in 1989 in response to the emergency situation created by floods. Expenditures during 1987-1990 amounted to $7.8 million; the estimated expenditure for 1991 is $1.2 million.

13. The second country programme succeeded in varying degrees in strengthening national institutions dealing with population activities, in increasing government and public awareness of and attention to population issues, in particular the role of population in development, and in further spreading family planning messages and acceptance through the use of training programmes, workshops and seminars. UNFPA's support also helped to improve MCH/FP services, through, among other things, the training of a significant number of paramedical staff and the provision of equipment and supplies, and to complete a successful census and to train staff who will play a major role in the next census. UNFPA assistance also sought to help establish an important database on human resources, introduce population education in schools, disseminate population information to various parts of the country, and enhance women's marketable skills and raise their incomes. However, owing to various institutional, administrative, logistical and physical constraints, the second programme fell short of fully realizing its objectives. Moreover, the insurgency in the south, civil strife in neighbouring countries and the Gulf War, together with natural calamities, hampered programme implementation.

Maternal and child health and family planning

14. MCH/FP activities in the second country programme continued to be a priority for UNFPA assistance, with 25 per cent of the total funds allocated going to this sector. UNFPA assistance was provided to improve MCH/FP services and contribute to the reduction of maternal, infant and childhood mortality and morbidity rates. Four priority provinces were targeted, namely, Red Sea, Northern, North Kordofan and Eastern Equatoria. The programme succeeded in training paramedical staff, providing equipment and distributing contraceptive supplies. It was not able, however, to fully institutionalize MCH/FP activities within the health care system. This was due to an overly centralized approach and other inadequacies in management and severe logistical problems.

15. In early 1991, UNFPA and the United Nations Children's Fund (UNICEF) joined the Ministry of Health in formulating a pilot activity to develop and test a training curriculum for TBAs, which the Government considers a priority in its Safe Motherhood initiative. The activity has been successful not only in achieving its objectives, but also in providing a framework for expanded future activities.

Information, education and communication

16. UNFPA assisted three activities in the area of IEC, two on raising awareness on population problems and one on integrating population education into the curricula of schools. The first was directed at workers and labour union leaders, and the second at influential community leaders. The third activity attempted to extend population education to teacher training colleges and universities and to the general public. However, population education is not yet fully integrated into the curricula in colleges and schools, owing to the frequent change in school curricula, the reorganization of educational institutions, difficulties in developing academic materials, and a dearth of trained personnel.

Data collection and analysis

17. Of the two activities supported by UNFPA, the first aimed at strengthening the capability of the Department of Statistics to conduct population censuses and demographic studies, and the second at establishing an efficient vital statistics system in a pilot area. The first, a continuation of 1983 census activities, primarily involved providing advisory services and equipment, which helped expedite data processing operations of the census. The second succeeded in establishing new procedures for civil registration and for training national staff. Through its support to the 1983 census and its subsequent operations, UNFPA has been instrumental in building an experienced cadre of staff and providing a pool of equipment at the Census Office that can play a major role in the 1993 census.

Population policy formulation

18. Of the four activities supported in this area, one was directed at formulating and implementing a national population and human resources policy at the Ministry of Finance and Economic Planning. Though it succeeded in creating a database, conducting relevant policy studies and training staff, it fell short of making population factors and human resource planning an integral part of planning. The second activity supported the Ministry of Labour in successfully conducting a national survey on migration and the labour force. It succeeded in deriving information on the volume, patterns and causes of migration and on the characteristics of migrants.

19. The third activity, which aimed at strengthening the Population Studies Centre of the University of Gezira, succeeded in training staff and is making progress towards institutionalizing demographic training and research in the country. The fourth activity, directed at analysing and disseminating the 1983 census results, also achieved its objectives, successfully organizing two national seminars and publishing a series of reports containing the data and analytical studies on the census results. The activity also called attention to the need for coordinating the data collection and analysis operations of the census to avoid delays in disseminating the results.

Women, population and development

20. In the second country programme, two activities were specifically directed at women. The first aimed at formulating a national policy on women, creating a Women's Unit for coordinating women's projects, supporting the new unit with relevant studies and research, integrating a curriculum on women and development into higher educational institutions, and implementing a training and community outreach programme for rural women. Progress has been made in some areas, especially in skills training and income generation. The second activity, which started in 1990, is directed at assisting Ahfad University for Women in establishing a special unit for women's studies and population. The special unit has been established and is now undertaking training and research activities. In addition to UNFPA support, this activity has received bilateral assistance from the Government of the Netherlands.

IV. PROPOSED PROGRAMME 1992-1993

21. The objectives of the proposed UNFPA interim programme for 1992-1993 are detailed in paragraph 3 above. A major component of the programme would be directed at the grass-roots level in order to reach a maximum number of beneficiaries. In general, the programme seeks to enhance programme efficiency and accountability through improved programme design, management, monitoring and evaluation. It has been

designed in light of the lessons learned from past assistance. These include, among others, that: (a) objectives should be modest and realistic in both scope and duration; (b) specific activities must be focused on certain geographical areas; (c) greater attention must be paid to the design of the overall programme and its specific projects; (d) executing agencies must provide strong substantive and managerial assistance to compensate for the limited national capabilities in these areas; and (e) resident advisers, both national and international, must be assigned to project sites to enhance project management and accountability.

22. In order to overcome the existing logistical bottlenecks, and bearing in mind the lessons learned from the previous cycles, the proposed programme would employ the following strategies: (a) concentrate programme efforts in selected regions in key sectors ; (b) enhance coordination with relevant government institutions, other donors and NGOs; (c) work with existing national and community institutions and strengthen them with training; (d) supplement government staff with non-governmental (national or international) staff, if necessary; (e) train national staff in UNFPA financial, reporting and programme management procedures; and (f) pay special attention to the monitoring and supervision of programme activities.

Maternal and child health and family planning

23. In view of the unfavourable health conditions in the country, and the large gap in unmet family planning needs, UNFPA support in this sector would focus on assisting the Government in improving health conditions by strengthening MCH/FP service delivery within the existing health infrastructure. The longer-term objectives would be to assist the Government in: (a) reducing infant and maternal mortality rates by 33 and 50 per cent, respectively, by the year 2000; (b) attaining its goal of one trained TBA for every 2,000 population by the year 2000; (c) improving the organizational, management and information systems of its health infrastructure; and (d) improving the quality, effectiveness and outreach of family planning services in order to enable couples to lengthen the space between births and to enhance the health of mothers and children.

24. In light of the lessons learned from the previous cycle and recommendations of the programme review mission, UNFPA would concentrate its MCH/FP activities in Eastern Province, which is a Government priority, and in Juba town, which is the centre of emergency operations in the south, as well as target the displaced persons around Khartoum. The proposed programme would strengthen existing MCH/FP facilities and services by training medical personnel, improving the managerial skills of health system managers, enhancing the collection and analysis of health and family planning statistics, and strengthening family planning information activities and service delivery. In keeping with government strategy, the programme is expected to be extended to other states gradually.

25. A sum of $2 million is proposed for this sector, of which $200,000 is to be sought from other sources, including multi-bilateral sources. UNFPA would continue to collaborate with UNICEF in such areas as training TBAs, carrying out research, and compiling health statistics.

Information, education and communication

26. The programme's broad objective in this sector is to strengthen the Government's IEC capability in the population field, in particular in support of MCH/FP activities. The specific objectives would be: (a) to strengthen the Government's capability to develop, produce and disseminate health and family planning information at the regional level; (b) to accelerate the development of relevant teaching materials and the full

integration of population education into the curricula of the school system; (c) to expand interpersonal communication and information dissemination activities on health and family planning in the organized labour sector; and (d) to assist the Government in carrying out a national campaign to promote preventive health care. The final shape and scope of the population education component would be determined on the basis of the results of two evaluation studies still being carried out.

27. UNFPA would provide support to the Ministry of Information and Culture to conduct national and regional mass media campaigns to promote the benefits of family planning, breast-feeding, balanced nutrition, sanitation and immunization as well as to discourage harmful traditional practices, such as female circumcision. Given the fact that Sudan has the highest reported number of AIDS cases in the Arab world, the campaigns would also highlight the dangers of AIDS and ways of preventing it.

28. The proposed amount for population IEC activities is $800,000, of which $200,000 would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

29. Because the proposed programme cycle would coincide with the preparations and conduct of the decennial population census of 1993, a relatively large share of programme resources would be devoted to the area of data collection and analysis. The programme's broad objective would be to strengthen the national capacity to collect, process, analyse and use population data. The specific objectives would be to assist the Government in: (a) conducting a population census in 1993 and processing its data; (b) collecting special data on displaced persons and international migrants and establishing a database on them; and (c) analysing the population data to highlight policy issues, particularly with respect to the relationship between population and environment, population movements and migrations, mortality and morbidity, implications of rapid population growth, and socio-cultural factors affecting fertility.

30. The conduct of the census and the compilation of a database on refugees are particularly important at this time because of the many changes that have taken place in the population structure in Sudan since the last census in 1983. An independent consultancy mission, funded by UNFPA in September 1991, indicated that the 1993 census is feasible and necessary for Sudan. The mission noted that, even if the insurgency in the south were to continue, it would still be possible to conduct a complete enumeration on at least 80 per cent of the population and to cover the remaining 20 per cent on a sample basis. Accurate population counts in the south are also required for the emergency operations. A census in Juba town was successfully completed in September 1991 through the collaboration of Equatoria Province, UNDP, and UNFPA. Based on the strategy and draft project document formulated by the consultancy mission, UNFPA support would be used to supplement the Government's resources in the form of international technical expertise, equipment, materials and training.

31. UNFPA would provide a sum of $1.4 million to this sector, $1.1 million of which would be earmarked for census activities.

Population policy formulation

32. The Programme's overall objective in this sector would be to strengthen the national capacity to coordinate population activities and to integrate population factors and human resources planning into the overall planning process. The specific objective would be to assist the Government in establishing an effective

Human Resource Coordination and Planning Unit in the Ministry of Finance and Economic Planning. UNFPA would provide $300,000 for this sector.

Women, population and development

33. Women's concerns would be taken into account in all sectors of the programme. However, the activities proposed here are specifically formulated to enhance the status of women socially and economically, with a view to increasing their participation in population activities. The specific objectives would be: (a) to provide training through Ahfad University for Women to prepare women for senior posts in the health and population sectors; (b) to create, in cooperation with other donors, income-generating activities for women that include family planning and population components; and (c) to improve the health and economic status of women, especially of adolescents and young adults in camps for displaced persons and in poor areas of Khartoum.

34. UNFPA would provide support for a pilot activity in 15 villages in northern Sudan to incorporate health education and services, including family planning, in the services offered by community centres. The pilot activity would also make use of the centres to develop women's marketable skills and to train them in the basics of finance and marketing, and in interpersonal communications, among other things. The primary objective would be to improve the status of women economically, socially and culturally and to increase their influence in family and community affairs, including women's access to family planning. The activity would emphasize community participation, both in implementing the activities and in meeting their costs. Although the focus is on women, the participation of men in programme activities would be encouraged.

35. UNFPA assistance in the amount of $800,000 is proposed for this sector, of which $100,000 would be sought from other sources, including multi-bilateral sources. UNICEF, which is just initiating women in development activities in Sudan, is likely to be a partner of UNFPA in this sector.

Programme reserve

36. A sum of $200,000 is to be set aside in reserve to accommodate new proposals that may be developed during the implementation of the programme.

Programme coordination

37. The Ministry of Finance and Economic Planning is the government agency responsible for coordinating population and other development programmes in Sudan. UNFPA would continue to work closely with the Ministry, as well as with other ministries and government departments, in matters concerning programme formulation, execution and management. The Fund would also interact with Joint Consultative Group on Policy (JCGP) partners, bilateral aid agencies and NGOs active in the population field in Sudan. In the proposed programme, UNFPA would expand its collaboration with UNICEF, especially in the areas of MCH/FP and women, population and development. A mechanism to facilitate cooperation between the two agencies has already been established through a successfully completed pilot activity in 1991.

Programme monitoring, evaluation and management

38. Special emphasis would be placed on programme monitoring, evaluation and management in order to ensure that the programme is being implemented efficiently and effectively and that programme objectives

are being pursued as planned. Programme activities would be monitored and evaluated in accordance with standard UNFPA guidelines and the UNFPA office would maintain close contact with the national staff and executing agencies. Whatever the mode of execution, UNFPA will make full use of available and appropriate national and regional technical backstopping capacities, complemented by the country programme technical support teams that will become operational in 1992 as part of the UNFPA successor support cost arrangements approved by the Governing Council in decision 91/37. To ensure accountability and effective administration, national staff responsible for programme management would be further trained on UNFPA rules and regulations. A Programme Review and Strategy Development (PRSD) exercise is planned for early 1993 to review programme accomplishments to date and to recommend the scope and nature of the next (fourth) country programme for the period 1994-1998.

Financial summary

39. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $5.5 million over the two-year period 1992-1993, of which $5 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $500,000 from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The table below shows how the programme would accommodate the two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	1,800,000	200,000	2,000,000
Information, education and communication	600,000	200,000	800,000
Data collection and analysis	1,400,000	--	1,400,000
Population policy formulation	300,000	--	300,000
Women, population and development	700,000	100,000	800,000
Programme reserve	200,000	--	200,000
TOTAL	5,000,000	500,000	5,500,000

VI. RECOMMENDATION

40. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Sudan in the amount of $5.5 million for the two-year period 1992-1993;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $5 million from UNFPA's regular resources, over the period 1992-1993;

(c) Further authorize the Executive Director to seek to provide the balance of $500,000 of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Sudan and with the executing agencies.